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- 1969 P47

PLANNING STUDY

COMMUNITY PLANNING CONSULTANTS

1968

1969

HALIFAX NOVA SCOTIA

THE TOWN OF

middleton

NOVA SCOTIA

HEART OF THE VALLEY

B 2

HOME
STORAGE

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- Development Concept
- Residential Development
- Commercial Development

Study Director: W. E. Ogden, MTPIC

This Study, which was sponsored by the Town of Middleton, was assisted by a 50% grant from the Province of Nova Scotia, through the Department of Municipal Affairs, on the understanding that it is a PILOT STUDY; and it is not to be construed as a precedent for other municipalities.



contents

T E X T					
<u>Chapter</u>	<u>Subject</u>		<u>Page</u>		
-	Middleton Town Councils		ii		
-	Letter of Transmittal		ii		
-	Table of Contents		iii		
-	Action Program		iv		
Section A INTRODUCTION					
M A P S	1	Planning Process	1		
	2	Purpose and Scope	3		
<u>Number</u>	<u>Subject</u>	<u>Page</u>	<u>Section B</u>	<u>SURVEYS</u>	
1	Generalized 1968 Land Use	9	3	Previous Studies	4
			4	Land Use	6
			5	Population	10
2	Residential Area "A"	33	6	Economy	13
3	Residential Area "C"	35	7	Section C PROBLEMS	15
			8	Town Potential	20
4	Central Commerce	37	9	Residential Development	25
				Commercial Development	
5	Outline Plan	42	Section D PROPOSALS		
			10	Development Strategies	30
			11	Outline Plan	39
Section E APPENDIXES					
	I	Terms of Reference		44	
	II	Bibliography		46	

<u>PROPOSAL</u>	<u>PAGE</u>	
⑧ HOUSING STUDY	35	• After Pollution Control is implemented, proceed with recommendations contained in the 1967 Housing Study.....adjusting the phasing of development as necessary to accomodate proposals at that time.
⑨ HOME SITE INCENTIVES	35	• If all other proposals fail, purchase enough land for five residential lots per year; and offer to lease these to prospective home-builders.
⑩ HIGHWAY BY-PASS	31	• Support an alignment north of Town for the proposed new highway by-pass; and request Department of Highways help for widening and turn-lanes.
⑪ PARKING AUTHORITY	37	• Encourage merchants to set up a Parking Authority; or share with them in costs of providing 20 to 30 off-street parking stalls initially.
⑫ PAINT-UP CAMPAIGN	37	• Encourage merchants to organize a Paint-up and Planting campaign by seeking advice on these from the Community Planning Division.
⑬ PERIMETER ROAD	31 33	• Budget for development of the proposed Perimeter Road over a 10 to 20 year period, and adjust as necessary, with the first phase forming a part of Planned Residential Area - Stage 1.
⑭ BUILDING CODE	34	• Adopt the revised Short Form of the National Building Code when it becomes available, probably in 1970.
⑮ DISTRICT PLANNING	27	• Investigate the feasibility of joining with the County and adjacent municipalities to form a District Planning Commission.
⑯ RINK SITE	38	• Suggest to the School Board that it purchase the site of the existing Covered Rink for school playground purposes.
⑰ CAPITAL BUDGET	43	• After due consideration of the proposals contained in this Study, determine which are acceptable and integrate these with an on-going five-year Capital Budget Program, to be revised annually, and also whenever the Master Plan is ready for adoption as the Official Plan.
⑱ MASTER PLAN	43	• Proceed, as soon as it is financially feasible, with Part Two of the Planning Study so that a Master Plan may be prepared and the various essential Regulatory Controls reviewed and revised concurrently.

①

planning processTHE PLAN

Continuing
Changing

There is no magic in a Plan. It will not provide fool-proof solutions to all community problems because no Plan is perfect. It is only one important tool in a continuing process involving planners, politicians and people.... a process which often is more of an art than a science. Since Planning involves looking into the future and coping with many uncertain social and technological trends, any Plan must remain open to alternative proposals, that is:- subject to continuous revision.

THE PROCESS

Feasible
Alternatives
Politicians
Goals

Far more important than the Plan is the on-going process of Planning. APEC* has said: "a statement of goals is a first step in planning.... or a series of alternative goals, at least one of which is challenging but realistic"; and "objectives must be both economically feasible and politically and socially acceptable if they are to be achieved". Strictly speaking, it is the responsibility of the politicians, acting for the people, to choose community goals and individual objectives which together would make up these general aims in a community.

Planners

Objectives

POLICIES
PROGRAMS
PRIORITIES

People

The professional planner's technical role in this process involves the finding and weighing of the relative merits of activities required to reach community objectives. He tries to single out areas of growth or change where public and private investments, or restraints, may be directed to greatest advantage. The findings are framed into policies and programs for community action; and priorities are assigned to them according to financial capabilities. However, limits on natural and financial resources often create difficulties, as do conflicting goals of the various interested groups which usually make up a community.

COMMUNITY PLAN

Comprehensive
Long-Range

The Good Life

A Community Plan differs from a single-purpose plan of a business or certain government departments in that it should be comprehensive, embracing all aspects of activity susceptible to public influence. It also is long-range, with its focus ten to twenty years ahead, so that current demands and crises can be placed in proper perspective. The aim is to achieve land uses which are orderly and economical to service, with efficient transportation, adequate institutions and recreational amenities, while still preserving beauty and scale, both of which are so necessary for a happy, prosperous human environment.

* = Atlantic Provinces Economic Council - various publications, 1967.

DOES PLANNING
REALLY PAY?

With Nova Scotia's economy lagging behind that of central Canada, and with the outlook for growth in small towns far from bright, why bother planning for the future? With municipal taxes already over-burdened, can we afford this "luxury"? Why not just let every property-owner do as he pleases with his own land? Why should this Study be more useful than many of the past, which sometimes may seem to have been a waste?

These and other similar doubts often plague tax-payers, Councillors and Planners alike. They can lead to lengthy debates which may tear at the very roots of any community. Short replies are dangerous, as they may over-simplify many problems; but they will have to suffice here.

YES... IF GOALS
ARE UNDERSTOOD

Crises can
be avoided

Primacy of
the Public
Interest

Plans are
Imperfect

**ACTION IS
NECESSARY**

Change is
permanent

Planning need not always look to rapid growth. We can plan for a stable population and still be ready for growth if it occurs. Such preparation in itself may attract some of the factors necessary for future growth. We cannot afford the short-term solutions and recurring crises which invariably occur in the absence of comprehensive, long-range planning. Property-owners do have rights, which carry with them responsibilities.. not to injure the rights and values of others. When their actions lead to demands for public expenditures, the public interest must be foremost. Comprehensive planning should ensure that all are treated on this basis.

This Study, a Master Plan which should follow, and the Planning Process can succeed in the long-term if the following are clearly understood:

- Community planners should be practised and skilful in their subject; but, as they are human, they are fallible. To the extent that a Plan is all-embracing, its chances of success should be greater than those of single-purpose plans. But, without community understanding and commitment to support it, no Plan can produce the desired results.
- Most studies contain recommendations for action, which cost something in terms of time, effort or money from local citizens or government. If proposals are shelved, they cannot be proven right or wrong. Many may have been valid in their time if they had been implemented then.
- Change is always with us. Urban areas are never completely static. Even with no growth, buildings grow older, population age structures shift, and technological innovations re-shape the lives and desires of people. In such a climate, any Plan needs continuous revision.

②

purpose and scope**Essential Steps
in the Process:**

On the previous pages, the Planning Process has been outlined. In its "Proposals for a Revised Planning Act" the Community Planning Division of the Department of Municipal Affairs summarised the essential steps:

- (1) Analyzing and evaluating information, and defining problems;
- (2) Stating goals; (3) Preparing alternative plans and policies;
- (4) Testing alternatives in terms of their success in achieving goals;
- (5) Adopting, carrying out and continually up-dating the Plan.

**Purpose of a
Master Plan**

While this process should be going on continually in any progressive community, it is also desirable to have a Master Plan, the preparation of which should follow these same essential steps. The basic purpose of such a formal Plan is to clarify goals and objectives with concise statements and graphics which outline the public policies and programs required to attain community goals. Once adopted by Council, under the present Planning Act, this becomes the Official Plan. Council is then prevented from undertaking any public program running counter to policies expressed in the Plan; but it is not committed to undertake any of the programs or projects which are outlined there.

**PURPOSE OF
THIS STUDY**

This Study lays groundwork for a Master Plan in three specific areas. Within these areas or sectors, its purpose is identical to that stated above for a Plan, that is: to make Middleton more capable of guiding or controlling its own destiny by clarifying objectives and programs.

**SCOPE OF
THE STUDY**

In Scope, the Study covers steps (1) to (4) listed above; but it does not embrace the full range of topics which are essential to a complete Master Plan. The intention is rather that some of the most pressing problems be resolved, so that the planning process can begin to bear fruit for the Town. The Terms of Reference* require that we:

- choose an adequate overall development concept for Middleton; and
- develop suitable policies and programs to encourage and guide the expansion of the residential and the commercial sectors.
- Inevitably, these will involve also some consideration of local municipal services, the street system, and parking problems.

* For the Original and Revised Terms of Reference - see Appendix I.

Previous Studies	4
Land Use	6
Population	10 .
Economy	13

Section B **background**

(3) previous studies

BACKGROUND INFORMATION

The Community Planning Division of the Department of Municipal Affairs has made available to the consultant all of its pertinent background information on file for the Town of Middleton. This includes studies and reports which were prepared by its own staff, and by others, during the past decade. Although we consider that our main function is not to repeat what already has been done; nevertheless, this chapter outlines some of the more significant work of the past upon which we can build.

ZONING BY-LAW

A Zoning By-law and plan was adopted for Middleton on 7th March, 1960. The plan appears to have been based partly on existing land uses, and partly on anticipated growth trends and somewhat theoretical planning principles which never were laid down in a Master Plan. More will be said about this under "Development Strategies" in chapter 10.

Design Study

In 1961, a group of university students prepared a "Design Study for a Master Plan" for the Town. Its growth projections were too high; and the other information in it is now pretty well out-dated.

LAND USE SURVEY

In 1965, the Community Planning Division conducted a detailed land use survey; and in 1966 it prepared an analysis of the zoning by-law and zoning plan. In the by-law review, the Division staff felt that it was basically sound, but technically inadequate, lacking any reference to municipal services and related lot sizes, parking and off-street parking facilities, sign controls, and apartment development standards. Inadequate definitions of words and zones, labelling and references were noted; and improved requirements for the various use districts were suggested. The General Building District was considered a rather undesirable mixed use zone, unnecessary if not zones are well drawn.

Need for a Master Plan

The analysis found 62 non-conforming land uses, leading to conclusions that some zone locations were inappropriate. Some 40% of the 20 acres used commercially were actually non-conforming uses in other zones. Commerce was "under zoned" due largely to the fact that much of the commercial zone already is developed with residential uses. On the other hand, the Town was vastly "over zoned" for residences, with almost 60% of total land area vacant, but with no agricultural zone employed.

Growth Factors

The Community Planning Division also prepared a "Population Inventory" and a Trade Centre Analysis, both of which will be outlined in chapters 5 and 6. All of the foregoing studies were drawn together in 1967 as "Background Information for Planning Study", and later in that year, an "Urban Structure" Development Concept Plan was devised to form a point of departure for any future planning. The latter will be evaluated and modified in Section D - "Proposals".

HOUSING STUDY

In April, 1968, the Division completed a Housing Study in the Town, which investigation probable family income and savings at a minimum, anticipated new employees of the Vocational School, the Regional High School addition, and the new Pathology Laboratory at the Hospital. The total estimated additional needs to 1970 were:

Subsidized Low Rental Housing	4 units
Economic Rental Housing	49 units
Serviced Land for Home Ownership	30 lots;

and 21 new units were deemed essential by August, 1968. As yet, the foregoing has not come to pass. Implications will be discussed more fully in chapter 8, under "Residential Development".

SEWAGE TREATMENT

In December, 1965, Hirtz and Seamone Company limited, town consulting engineers of Kentville, Nova Scotia, submitted a "Report on Storm and Sanitary Sewage Control" for the Town. It recommended installation of "storm, collection system, pumping facilities and the first five year treating facilities" at a cost to the Town of approximately \$170,000. It also suggested that the Town secure options for three alternative treating sites, institute a policy of separating storm and sanitary sewage, and investigate Provincial grants for storm sewer lines.

Feasibility Study

The same Engineers prepared a follow-up study in 1968 entitled "Storm Treatment and Collection", which was done at the request of the Nova Scotia Water Resources Commission. It moved the treating facility to the east side of Bridge Street, eliminated a pumping station, and updated the former estimates. Five phases were suggested, at a total cost of \$357,000. of which the Town would have to pay \$254,000. after grants, or \$171,000. for the initial phase.

4

land use1968 SURVEY

Map Number 1 on page 9 shows generalized land uses in the Town which were summarized from a survey conducted in late 1968. The present development pattern is described below in six major use categories.

TRANSPORTATION

Rail and Highways

The Dominion Atlantic Railway's main line from Windsor Junction to Yarmouth parallels the Annapolis River east-west through the Town; and a Canadian National Railways spur line connects Middleton with Bridgewater to the south. The old D.A.R. station sits west of School Street south of the railway. Highway # 1 follows Main Street's alignment roughly half-way between the D.A.R. and the river; and Highway # 10, from Bridgewater, follows Bridge Street across the river to meet Main Street in a "T" intersection near the centre of Town.

Street System

At present, the major traffic arteries are Main, Bridge and Commercial Streets, plus the south end of School Street, which recently was made one-way northbound. There are no traffic signals. The existing road pattern encourages most traffic from the outer districts to go through the two or three major intersections, even when its destination may be beyond the central business core. All but a few of the newest roads are paved; but curbs and sidewalks are only common in central areas.

COMMERCE

Central Business

Commercial businesses are centred upon both sides of Commercial Street in the block north of Main, and at three "T" intersections where this, School and Bridge Streets meet Main Street. These include financial institutions, department, clothing, furniture and appliance stores; general, variety and hardware stores; supermarkets; a liquor outlet; drug stores; a theatre, laundromat, funeral homes; utilities, realtors, insurance, mail order and professional offices. Many of the buildings are conversions or additions in front of residences. There are no parking meters, and no large parking lots available to the general public, other than a few directly associated with specific businesses.

Commerce on the Highway

Three motels are located near the east and west Town Limits on Main Street, plus one group of tourist cabins. Eastern Main Street also has several service stations and car dealers, plus a bowling alley. Some of these are scattered in between strips of older residences.

Mixed Uses

On western Main Street, some now owners operate kennels; and there is a veterinary clinic near the west Town Limits. Connaught Avenue has an art outlet in a home; and there are many other cases of offices in houses, plus a few tourist homes, mainly in the older central section.

INSTITUTIONS

The attractive Town Hall and Fire Station complex is conveniently sited at Church and Commercial Streets; and the Soldiers' Memorial Hospital overlooks the river near the eastern end of Main Street. The Federal Building, which houses Post Office, Customs, Agriculture and Fisheries, is at Main and School Streets; and the Armoury is near the west end of the central core on Commercial Street. There are six churches and a large cemetery, fraternal organizations and a Canadian Legion branch, most of which are in or near the central part of Town.

Schools

There are four schools, the oldest of which is Macdonald Consolidated, west of School Street and south of Church Street. It shares a playing field with the Regional High School on the east side of Gates Street; and Middleton Elementary faces that playground from the west side of Gates, where an addition is planned to replace the aging Macdonald building. In September, 1968, the new Annapolis Regional Vocational School was completed on the west side of Commercial Street, just inside of the northern Town Limits.

INDUSTRY

The existing major industries, including a creamery, transfer companies and a lumber yard, are grouped mainly along the north side of the D.A.R. rail line. Wholesale and warehousing uses occur more south of this, between the tracks and the central commercial district. A lumber mill is located east of the C.N.R. line where it meets the D.A.R.; there is a printer on School Street; and the Department of Highways offices and depot are on Main Street near the western Town Limits.

RECREATION

Structures

A Curling Rink is on King Street between Main and Connaught; and an old covered Skating Rink occupies land between Macdonald Consolidated and the Regional High School. This rink is slated for demolition in the coming year. The bowling alley and theatre were noted under Commerce. West of the Elementary School is the new outdoor Centennial Swimming Pool; and east of King Street, on D.A.R. land straddling the possible extension of Marshall Street, is a race track which now is seldom used.

Developed
Open Space

The open space north of Church Street, between School and Centre, is shared by a passive ornamental park and tennis courts. Just south of Church Street is the central schools playground; and more playground space is available, but only partly developed, next to the Elementary School west of Gates Street. The combined size of the school grounds and this space is such that they have formed a barrier to westward expansion of central commerce, in depth, north of Main Street.

RESIDENTIAL
DEVELOPMENT

Multi-Family

There are very few purpose-designed multi-family buildings in town. Only three such duplexes were noticed, one new five-suite building on Taylor Drive, and a larger new apartment structure on Connaught Avenue overlooking the river valley. The former hospital on Main Street has been converted to multi-family use, as have several of the larger old dwellings in the central area.

Older Growth

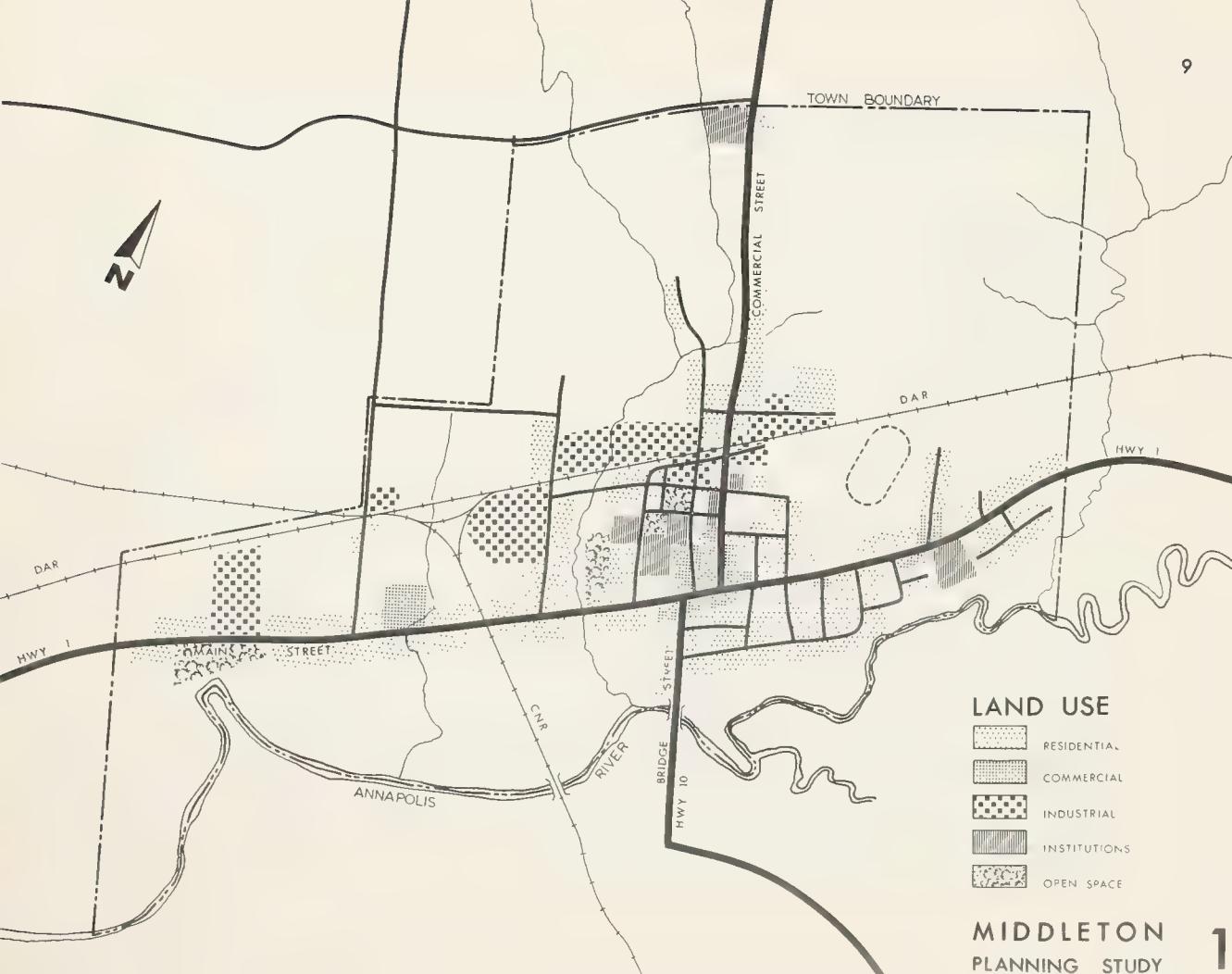
The older residential development is stretched over the entire length of Main Street; but it is mainly in a fairly compact area bounded by Eel Brook on the north and west, the Annapolis River flood plain on the south, and a line behind Park Street on the east.

Recent Growth

Most of the post-World War II housing has developed on lands between Main Street and the river valley east of Bridge Street, and on a few streets running off the east end of Main Street, sometimes "dead-ends". Two exceptions are Reagh Avenue, which wanders north-west from Seneca Street's north end, and Victoria Street, west of the central schools; but until now, at least, the main thrust of growth has been east from the Town's core. In the past decade, the volume of new construction has been quite limited compared to the 1950's.

PROBLEMS

This chapter has been strictly a description of what exists, with some general comments about locations. Certain pressing problems regarding shortage of serviced land for expansion of commercial and residential sectors, sewage treatment, and the overall potential of the town, will be discussed in Section C, chapters 7, 8 and 9. "Proposals" follow in Section D, chapters 10 and 11.





Year Middleton Annapolis Co. Nova Scotia

POPULATION HISTORY (Census Totals)

1966	1,765	21,570	756,039
1961	1,621	22,649	737,907
1956	1,760	21,682	644,717
1951	1,506	21,747	642,584
1941	1,172	17,692	577,962
1931	904	16,297	512,846
1921	375	12,152	523,837
1911	827	18,581	492,338

POPULATION CHANGE (as % of starting year)

1961-66	- 8.1	- 4.7	+ 2.6
1951-61	+27.5	+ 4.1	+14.7
1956-61	+ 8.6	+ 4.5	+ 6.1
1951-56	+17.5	- 0.3	+ 8.1
1941-51	+28.5	+22.9	+11.2

NATURAL INCREASE (as % of starting year)

1961-66	+12.1	+ 5.4	- 8.4
1951-61	+36.6	+14.5	+20.0
1956-61	+15.8	+ 7.4	+ 9.4
1951-56	+18.1	+ 7.2	+ 9.8

MIGRATION (as % of starting year)

1961-66	-20.2	-10.1	- 5.8
1951-61	- 9.1	-10.3	- 5.3
1956-61	- 7.2	- 2.9	- 3.5
1951-56	- 0.6	- 7.3	- 1.7

As noted earlier, the Community Planning Division prepared a population inventory for the Town of Middleton, and Annapolis County, in 1966. For reference purposes, the tables are reproduced here, with some additional information taken from Dominion Bureau of Statistics' Census of Canada.

In the Division's report, population forecasts were not attempted because present "understanding of the economy and urban structure of the whole Annapolis Valley is too scant to allow any meaningful forecasts to be made. Furthermore, Greenwood Air Force Base is the economic backbone of this part of the Valley and Middleton in particular. Changes in defence policy and armed forces strength, both beyond local control and impossible to anticipate, can play havoc with the local economy and housing market." *

Although we cannot state precise numbers, a comparison of population which could be expected from natural increases, and the actual census figures, enables us to guess at the losses due to out-migration. Nova Scotia has suffered from this for decades; and Middleton appears to have suffered more when compared with the Provincial averages. In the period 1961-66, this was extremely severe, with the Town losing 20.2% of its potential population, compared to 10.1% for the County and 5.8% for Nova Scotia.

*Background Information for Planning Study.

Category Middleton Annapolis Co. Nova Scotia

AGE STRUCTURE 1961 (% of total population)

Under 15	30.0	32	35
15 - 29	24.3	22.5	21.5
30 - 44	19.1	17.0	18
45 - 59	13.8	14.0	14
60 - plus	12.8	14.5	11.5
Age 19 yrs in school	53.6	30.8	31.1

LABOUR FORCE 1961 (% of males over 15 years)

Total in labour force	79	76	74
Unemployed	0.2	3.1	4.6
With some secondary education	45	57	50
Average educ'n. communities of same size (NS)			52
Average male earnings	\$3985	\$2463	\$3021

LABOUR FORCE 1961 (% females over 15 years)

Total in labour force	25	19	25
Unemployed	1.1	3.6	4.6
With some secondary edu 80		70	62
Average educ'n. communities of same size (NS)			67
Average female earnings	\$1805	\$1376	\$1607

Middleton's population showed a gradual increase from 827 in 1911 to 904 in 1931. From then to 1961, and especially after establishment of the Greenwood Air Force Base, it grew rapidly, to 1,921 persons in 1961; but in 1966 it registered a decline to 1,765 persons, a fact "apparently due to a new Department of National Defence policy emphasizing personnel housing on or near the base, rather than in the nearest established community such as Middleton."*

The 1961 Census age group figures suggest that Middleton may be relatively worse off than some parts of the Province, or County. Although it had a lower percentage in the under 15 age group, and also in the 45-59 group, it was slightly higher than the Provincial average for 60 years and over, and considerably higher for the 19 years group still in school. Because of this, the Town's ACTIVE population may have a heavier than average tax burden to support the DEPENDENT population in retirement or in the high-cost years of schooling. This is assuming, of course, that equal levels of public service are offered everywhere.

The 1961 Labour Force figures are generally encouraging, with higher percentages of both males and females in the Town's force, compared to the whole Province. Unemployment rates also were better than average for Nova Scotia, as were both the male and female average earnings. In this respect, Middleton's ability to pay for publicly-financed services should be considerably greater than the Provincial average.

* Background Information for Planning Study.

FAMILY STATISTICS 1961Category Middleton Annapolis Co. Nova Scotia

Average family income	\$5597	\$3793	\$4210
Average family size	3.4	3.7	4.0
Per capita income	\$1640	\$1025	\$1065

The previous supposition was borne out by FAMILY STATISTICS for 1961, when average family income in Middleton was over 30% higher than for Nova Scotia as a whole, and per capita income was over 50% higher.

Average family size was 15% smaller than the typical Nova Scotia family in 1961. While this should have obvious beneficial effects for educational expenses in Town (other things being equal), it indicates that there are relatively more families per total population in Middleton. And, this would mean relatively more pressure on the existing housing stock in Town.

One factor which possibly could compensate for out-migration is the trend in Canada for the rural population to move into the towns and cities. The 1961 and earlier census figures reveal that the Rural Farm category is declining quite rapidly across Canada, and also in our Province; but in Nova Scotia, our Urban figures have not been showing a corresponding rapid gain.

RURAL - URBAN DISTRIBUTION 1961

Population Category	County of Annapolis %	Province of Nova Scotia %	All of Canada %
Rural Non-Farm	70.6	37.9	19.0
Rural Farm	16.3	7.7	11.4
Rural Total	86.9	45.6	30.4
Urban Total	13.1	54.4	69.6
Grand Total	100.0	100.0	100.0

This is explained by the "Rural Non-Farm" category, which is relatively high in this Province. In Annapolis County, it is very high, with 70% of the total population not living in towns, and not on census "farms" either. The phenomenon cannot be entirely explained by the importance of agriculture and small holdings in the Valley. Either many must prefer to live in the scattered development's along the highways, or town resources are unable to provide for the physical expansion needed to absorb them.

(6)

economy"HEART" OF THE VALLEY

Middleton regards itself as the heart of the Annapolis Valley, famous for fruit produce, but also significant for mixed livestock and dairy processing. It is located on the north bank of the Annapolis River, roughly mid-way between Windsor and Digby, in Annapolis County, near its border with Kings County to the east. The Town straddles Trunk Highway # 1, which links Halifax with Yarmouth via Windsor, Kincardine and Annapolis Royal. By 1971, the Department of Highways intends to improve this with a new all-weather highway from Halifax to Lawrence-town, or Bridgetown, both west of Middleton.

Highways Proposals

At present, the distance to Halifax is 100 miles, with driving time about two hours under favourable conditions. Depending upon the new highway's location in relation to Middleton, it could considerably reduce this time and so provide a stronger economic link with Nova Scotia's area of prime metropolitan growth. The existing highway is used regularly by the commercial travellers serving south and western Nova Scotia, as well as by Acadian Bus Lines, and many truckers.

Rail Service

As noted earlier, the Dominion Atlantic Railway's main line, running from Windsor Junction to Yarmouth, passes through the Town. With the losses of freight traffic to the highways in recent years, the chief significance of the railway now is the Dayliner service, which offers a two-way link with Halifax, Digby or Yarmouth, each day but Sunday.

Car Ferry Service

Apart from Halifax, the nearest ports of significance are Yarmouth and Yarmouth to the west, where Canadian Pacific and Canadian National car ferries connect with Saint John, New Brunswick and Bar Harbor, Maine respectively. Recent announcements indicate that each of the runs will have an additional ship operating within two years. Both produce an ever-increasing volume of tourist traffic along Trunk # 1, especially in summer months; and they are also important means for exporting fresh fruit and fisheries produce to New England.

Air Base

Canadian Forces Base Greenwood, near Kingston to the east, provides the nearest airport; but no regular commercial service is available, despite frequent local efforts to have it established.

TRADE CENTRE
ANALYSIS

Partial
Shopping
Centre

Local and
Regional
Trade Areas

Analysis
is only
a guide

Economic
Projection
Difficult

Regional
Study is
Needed

The following quotations are from the Community Planning Division's "Trade Centre Analysis" of 1967, as it applied to Middleton.

"A study of trading activity patterns in the Province shows that Halifax, the primary wholesale centre, is superceded by two secondary wholesale centres (Sydney and Truro), eight complete shopping centres, and fifteen partial shopping centres, plus a number of smaller service and retail centres."

"Middleton, one of the fifteen partial shopping centres, has a local trade area population of 11,400 and a regional one of 15,500. The Town captured about 50% of the regional trade area's \$12.5 million buying power, or 61% of a \$10 million buying power within a ten-mile radius. Middleton had one-half" as many "commercial establishments as Kentville."

"This is not a definitive analysis by any means, not only because it considers retail only (not trade and professional services), but also because the 1961" census..information is probably quite out-dated now and does not reflect the changing relationship between Middleton and the retail service function of Greenwood itself."

The presence of Greenwood Air Base has been a mixed blessing, as was stated in chapter 5. While it undoubtedly has provided some revenue for Town merchants in the past, the development there of a shopping plaza was unfortunate from their standpoint; and the fluctuations in housing demand, created by the Base, must complicate any attempt to project the future economic and fiscal climate for Middleton.

These and other economic factors are really beyond the scope of this Study, and will not be delved into further here. Nevertheless, urban and rural governments in the Annapolis Valley all could derive great benefit from a study of the REGIONAL ECONOMY and LOCAL GOVERNMENT STRUCTURES, as these affect Planning goals. Provincial and Municipal fiscal powers and responsibilities. Lacking this, and the reforms which might follow, local planning may be handicapped and frustrated.

Town Potential	15
Residential Development	20
Commercial Development	25

Section C

problems

7

town potentialPROBLEMS

To discuss POTENTIAL under the heading of "Problems" may seem like a contradiction in terms. The problems are:

- How to determine the Town's potentials; and then:
- How to exploit them to greatest local advantage?

Illusive
Growth
Formula

The North American economy seems generally geared to continual growth of markets. Consequently, areas which do not expand often blame their fiscal problems on lack of growth, and look for growth stimuli to help correct them. These usually are difficult to find, especially in small towns or cities which have not yet reached the "take-off" point, where growth of secondary industries becomes self-generating.

Vicious
Circle

If an area remains economically static, many young persons may have to migrate elsewhere in search of employment, often leaving heavier loads on the remaining active tax-payers whose funds provide many essential local public services. These services, and maintenance of buildings, may begin to suffer from rising costs and a decreasing ability to pay, which makes the area less attractive for the potential new industry or residents needed to break the vicious circle of declining environment.

Efficient
Planning
Can Help

Unlike some Nova Scotia towns, Middleton shows little outward evidence of this downward cycle, despite a declining population in the early 1960's. But, it could happen here, if the Town is unable to correctly appraise its potential and plan accordingly...for stability and growth.

TYPICAL
GROWTH
FACTORS

Healthy growth in a community is usually equated with new employment opportunities, to hold local youth who are entering the labour force, or to attract new residents from outside. New jobs can occur in:-

- Industry - due to expansion of existing plants, or the entry of new firms to the area because of its strategic location for raw material, transportation, markets or a pool of labour skills. Such growth is usually considered the most significant because of its ability to broaden the local tax base, which enables up-grading of services.

Growth Factors cont'd.

- Commerce - due to expansion of existing businesses or the entry of new ones. This is only likely to occur when the trade area is already growing in population size, or in buying power through a general rise in incomes.
- Institutions - due to expansion of existing institutions such as schools, hospitals or government offices, or because of centralization of these functions in a town.

General Future Outlook

The Provincial Department of Trade and Industry has devoted some time to population projections for the Five Western Counties region. Total population is expected to remain fairly stable, as it has done now for nearly a century. Middleton was one centre in Annapolis County which showed growth in the 1940's and 1950's despite this general trend.

Primary Industries

The Nova Scotia Voluntary Planning Board's forecasts have indicated a decline in total fishing and farm labour, because these sectors are becoming more capital-intensive. Their processing, employment and net values of production should increase at healthy rates; but they will not completely absorb all surplus labour in the industries. Forestry is the one primary sector where production value and total labour both should increase, particularly in logging, pulp and paper.

Modest Growth in Middleton

Based upon these very general observations, Middleton's outlook is not likely to involve any rapid growth due to new industrial employment, unless the Industrial Commission succeeds in attracting a significant new secondary industry. And, for reasons already stated, heavy reliance upon Greenwood Air Base for growth would be risky. However, the town is now experiencing a modest growth in employment due to centralization of institutional uses, i.e.: - the schools and hospital. It can look forward to slow growth in commercial service occupations, due to the gradual rise in Canadian affluence; but since this will be a difficult trend, Middleton can expect keen competition to capture an share of business within its regional trade area.

STRATEGIC FACTORS

If there is to be much growth here, it is more likely to occur due to:

- Some strategic economic advantage which Middleton has over similar towns.
- More favourable living conditions here than are offered in other areas.

A Base for Travellers

(a) Because of its location at the junction of highways 4, 1 and 10, with easy access to Halifax, Bridgewater or Yarmouth, and because the proposed new highway should enhance this position (if its location is reasonably close to the Town), Middleton could be a logical home for the commercial travellers, or others offering a regional service, who prefer not to live in the primary wholesale centre of Halifax. We believe there could be many persons who would choose Middleton because of its schools, climate and generally pleasant surroundings, if they could find a home there.

Tourism Trends

New Ferries

Fundy Trail

Trailer Parks

Industries Desire an Attractive Environment

The New Settlers

(b) Despite occasional set-backs, such as weather and EXIC 67, the volume of tourist traffic in Nova Scotia is expected to increase about 1% per year. While Cape Breton may seem to get the lion's share, through Amherst and Truro, the two augmented ferry services into Yarmouth and Digby are bound to capture some of this annual increase, and perhaps an increasing share of it if the Fundy Trail is developed and promoted.

Middleton is attractive and should be conveniently located for a stop-over on trips from or to the ferries. But, a growing number of tourists are now seeking trailer parks instead of motels. The towns which recognize such trends and provide for them, with publicity, will benefit most.

(c) Improved communications and automation are tending to make the location of certain secondary industries less restricted by economic factors and more likely to be influenced by living conditions for management and labour. With the emergence of "Bos-Wash", the American Atlantic megalopolis, and a similar trend along the Great Lakes - St. Lawrence urban axis, there is a strong likelihood that some of the many millions now living there may soon be seeking a better life away from the hordes, traffic and foul air.

There is a growing conviction, among persons interested in Nova Scotia's heritage and future, that this Province could have a unique attraction for such discouraged people in terms of a virtually unspoiled environment for living, particularly in its smaller towns. Although this is a long-range outlook, careful attention to tourism now could be the best policy to achieve those long-term results. If and when the day arrives for the new in-migration to Nova Scotia from New England or Central Canada, certainly the Valley could be first choice for many of the "new settlers", and the Town of Middleton lies in the very Heart of it.

**COMPETITION
FOR THE BEST
ENVIRONMENT**

Even under the best conditions, however, the attraction of new residents, whether in or retired from the labour force, will depend largely upon the existence of favourable living conditions for them. These can only be assured by sound planning, policies and programs designed to keep living costs at levels which are competitive with other towns and larger cities.

**Pollution
Control
Necessary**

**Defeated by
Ratepayers**

**Development
Restricted**

The most significant factor in this competition at present is the need for Middleton to provide adequate municipal services for residential expansion. Pollution control...separation of storm and sanitary sewage, and sewage treatment, have been recommended as the essential first step by the Town's Consulting Engineers. Unfortunately, when Council sought approval from the Ratepayers to finance the Town's share of the cost (at a meeting held on 20th February, 1969), the proposal was defeated on a tie vote of those present, who could not have represented more than 20% of all households.

The Interim Report for this Study, submitted in January, 1960, stressed the fact that a program of pollution control was essential if the Town was to obtain Joint Approval of any new subdivision plans from the Nova Scotia Water Resources Commission and Department of Health. Without this, future development will be restricted to infilling of existing built-up areas; and there are very few such spaces remaining.

* * * * *

This Planning Study eventually will produce benefits for the Town; but

**PLANNING CANNOT PRODUCE WORTHWHILE RESULTS UNTIL THIS ROAD-BLOCK
TO GROWTH IS SOMEHOW MODIFIED OR OVERCOME BY COMPLIANCE WITH IT.**

* * * * *

**Grants Seem
Misdirected**

In this connection, we believe the Water Resources Commission requirements for pollution control are well founded and make good sense for long-range planning. However, we find it difficult, if not impossible, to understand why the Municipal Services Act apportions Provincial cost-shares according to ratios employed in the school foundation program.

For school costs, the philosophy underlying present Provincial assistance, which is often greater for rural municipalities than for towns, may be reasonable since rural residents deserve equal educational opportunities. But, for water and sewerage services, the same school ratios can work in direct opposition to the aims of sound regional planning. By offering relatively less aid to foster compact development in many towns, where it should be most desirable for the regional economy, they tend to create an incentive for more scattered development along the rural highways, which only serves to compound present problems, both physical and fiscal.

Until the Municipal Services Act sharing-ratio formula for grants has been reviewed and adapted to realistic planning goals, it appears likely that MANY SMALL TOWNS WILL BE RELUCTANT TO INTRODUCE POLLUTION CONTROL MEASURES which are so vital for the future health and development of not only these communities, but also the regions which they serve.

Two Valley Towns To Seek Village Status

At least two towns in Nova Scotia's Annapolis Valley, pressed by rising public-service costs, may scrap their town governments and assume village status if civic leaders have their way.

The towns are Wolfville, population 2,533, home of Acadia University, and Middleton, population 1,850, nearest town to the big Greenwood air base.

Mayor Kenneth Crowell of Middleton says 20 of the province's 41 cities and towns are "discriminated against and penalized" by a provincial government municipal-assistance formula.

chairman, thinks a detailed study would show big financial advantages if his town switched to village government, getting rid of school and street expenses.

Both men say they are seriously considering the idea. Mayor Crowell says he will ask councils in the 20 "penalized" towns to support a study by a municipal consultant of the financial implications of village status for the whole group.

He foresees many towns in western Nova Scotia turning to village government if more provincial money is not forthcoming.

⑧ residential development

Government Task Force

Five Basic Principles

The Federal Task Force's Report on Housing and Urban Development, in spelling out primary goals and priorities, listed ten basic principles, of which five seem most significant for this study and for Middletown. These are quoted below in abbreviated form.

- (1) "Housing...an urgent priority for the people of Canada and their elected representatives at all levels."
- (2) "Every Canadian...entitled to clean, warm shelter as...basic...right."
- (7) "Housing needs of most...should be met through the private market. Governments...should encourage, not inhibit...construction industry."
- (9) "If Canada needs more housing in a quantitative sense,...greater effort must also be made to meet qualitative needs, both in..... individual housing units and the urban environment in which they exist. Requirements for...human and humane urban development can only be met through effective planning by public agencies."
- (10) "To achieve...effectiveness... Planning must be...within a realistic geographical and constitutional context, but as free as possible of artificial political, economic and social boundaries."

Item (2) requires no comment here. Item (10) already has been stressed in the two preceding chapters. Council, in effect, has endorsed items (1) and (7) by including Residential Development in our Terms of Reference. Item (9) offers a framework for discussing Middletown problems, by beginning the following two questions.

Quality; Quantity

- What factors determine a high quality residential environment?
- What will produce an adequate quantity of housing on the market?

(A) QUALITY OF ENVIRONMENT

We assume here that, for most persons, a desirable environment includes pleasant working conditions; safe, clean and warm dwellings in a variety of sizes, locations and price ranges; convenient to shopping, place of worship, good schools, health and recreational facilities; and a level of taxes which will leave some income for pleasures and/or savings. These elements of the "good life" rarely just happen automatically. They require deliberate efforts by government, designers, builders, developers and/or home-buyers in exercising judgement and choice in the market.

* Canada, Minister of Transport - Ottawa, January, 1969 - pages 11 - 12.

SOME BASIC DETERMINANTS OF QUALITY

The following are some key factors through which local government can exert strong influences on quality of urban residential environment.

- Street System - arterial and collector roads arranged to minimize the adverse effects of traffic on residential streets, while maintaining convenient and safe access to schools, recreation, shopping and jobs.
- Zoning By-law - protection (but not sterilization) of one and two-family districts, while providing for a choice of multiple family and mobile home uses at pleasant and compatible locations, perhaps less convenient to transportation and shops, but well removed from industry or other uses producing noxious odours, excessive noise or vibration.
- Subdivision Design - regulations to ensure that designs are adequate, with suitable public open spaces, road widths, radii, grades, lengths and rights-of-way for services, plus minimum lot frontages and areas for each dwelling type, and accessibility for future subdivisions.
- Set-backs and Coverage - regulations to ensure adequate side-yards for control of fires, rear-yards for pleasure and/or privacy, front-yards to reduce noise but still retain human scale, and site coverage limits.
- Municipal Services - provision for garbage collection, (power, phone), central water and sewerage services, usually including separation of storm and sanitary sewage, and sewage treatment; or in their initial absence, a design which will permit convenient future installations, and subsequent infilling of development to economical densities.
- Building Code - to require design, materials, construction and minimum sizes for habitable rooms that will ensure the safety and health of residents and neighbours alike, while not unduly restricting residents.
- Minimum Standards - by-laws to ensure that existing housing meets minimum contemporary requirements for safety and health, and to insure that dangerous or unsightly premises can be forcibly corrected, either by demolition or rehabilitation, thus avoiding the need for urban renewal.

* * * * *

MIDDLETON'S QUALITIES

During the present housing shortage, any move to set higher standards and maybe force up purchase prices would be ill-timed. Nevertheless, in the long run, the best environment will still prove to be the most attractive; so some attention to quality is warranted for long-term planning. Present development pattern and control problems in Town are summarized on page 22.

Street System

Arterial roads are adequate except for the narrow bridge on Prince Street and the possible need for widening of north Commercial Street, if the new by-pass goes near there. A new perimeter road could draw some traffic away from the town centre and also act as collector road for some of the new residential areas as they are developed. For parking, see chapter 1.

Zoning

Present residential zoning covers too much agricultural land. Most of it should be held in a "Reserve" zone until development becomes economical. Minimum lot areas and frontages should be more flexible; and multi-family uses require more clarity regarding lot sizes and servicing. Controls should be adopted for Mobile Homes, and consideration given to where they might be allowed in existing or new zoning districts.

Subdivision Policy

Certain developments suggest that subdivision regulations may not always have been rigidly applied. Unfinished or extremely long culs-de-sac, and too many intersections on "heavy traffic" roads are examples of this. In the other land, many vacant lands bordering the river flood plain are now almost sealed off from access to Main Street, which proves the need for a general Plan, to guarantee the rights of future subdivisions. A review of set-back requirements is needed, particularly for rear and front yards.

Municipal Services

Without the pollution control measures already recommended by the Town's Consulting Engineers, very little development is likely to occur; and the quality of existing residential areas may suffer because of overcrowding.

Building Code

Middleton already has adopted a Short Form of the National Building Code, which should be adequate for its needs. A revision is expected in 1971.

Minimum Standards

Only one section of the Town is notably substandard in quality and in the condition of residential buildings...at the eastern end of North Street. This would have to be described as "blighted" in any Urban Renewal Study. The time may have arrived when serious consideration should be given to ways and means of relocating these residents in better housing, plus the clearance, rezoning and resubdivision of the land. The old covered arena is slated for demolition in the coming year. This site should be re-sited also, for school purposes, so that commercial uses will not encroach on it.

Vigilance Necessary

Apart from a few other isolated examples, most residential structures in Town are generally well maintained. Keeping them that way is important.

(B) QUANTITIES OF HOUSING

The Federal Task Force was born out of a need to find ways of relieving a severe housing shortage in most of Canada. There is general agreement that spiralling costs are putting good housing beyond the reach of many Canadians, and that the current shortage is compounding the price problem. The question is: how to translate great need into effective market demand? Since costs are the greatest limiting factor on builders and purchasers, a consideration of their four basic elements may shed some light:-

BASIC COST COMPONENTS AFFECTING QUANTITIES

- Land Acquisition - including subdivision design and surveying.
- Municipal Services - including roads, sidewalks, water and sewer.
- Building Construction - including site clearance, foundation and superstructure, minimal landscaping, paving.
- Financial Services - including legal and real estate fees, mortgage insurance, and interest payments on loan(s).

Obviously, any home-buyer also will be vitally affected by municipal tax levels, and the services provided by them and utility companies.

* * * * *

QUANTITY IN MIDDLETON

What Influence Has a Town in Housing Costs?

Interest Rates: NONE

Problems of shortage and related costs were dealt with at length in the Task Force Report. It does offer many proposals worthy of consideration by all levels of government, some of them rather radical and unique for Canada. The following paragraphs borrow heavily from that Report: but our emphasis is more on independent action by the Town. Our main aim is to find areas where Middleton could possibly exert some influence on the open market, in order to generate more local residential construction.

Because of their close links with international money markets, it would appear that current high interest rates cannot be effectively reduced by any government in Canada. So, FINANCING is ruled out of Town Influence.

Building Costs: SOME

In dwelling CONSTRUCTION, the Town can help some by minimizing red tape, and by ensuring that its building code encourages home builders to use standardized techniques. Its present N.B.C. code should do just that.

<u>Municipal Services:</u>	MUCH	As will be seen in chapter 10, total costs of SERVICES may be reduced in two ways. <u>First</u> , by accepting less than complete services initially, by eliminating sidewalks and road paving. This is already the practice in the Town. <u>Second</u> , by not insisting on <u>large frontages</u> , which can force up the cash price of a house from \$150. to \$250. for each additional ten feet. Many local people may prefer a wide lot; but their standards should not be forced on those who simply cannot afford to pay for <u>non-productive</u> water and sewer lines, roadways, and excessively large lots. Aim for variety.
Paving		
Excessive Frontages		
Pre-payment of Services		During our discussions with the Mayor and Councillors, there was a fairly general feeling that Middleton's present servicing policy, which requires subdivider to pre-pay the cost of all road and sewer construction, may have caused a significant reduction in housing starts during recent years. While this is by far the safest way to avoid wastage of Town capital on speculative extensions, in to-day's tight money market, a <u>relaxation</u> of this policy certainly <u>would remove a burden from small local builders</u> who are probably short of capital even at the best of times.
Pictou County Town Examples		This has been done recently in some Pictou County towns*, with subsequent increases in the number of housing starts. In some cases, costs were all recovered by frontage charges; in others, they were partially subsidized by the town; but of course, throughout that region, the arrival of key new industry has had an obvious strong influence on demands for housing.
<u>Acquisition of Land:</u>	YES	Even if LAND prices are reasonable, the cost of an unserviced lot easily can represent 5% to 10% of total purchase price for a house. Traditional Canadian pride and security notwithstanding, a strong case can be made for long-term <u>leasing</u> of publicly-owned land. <u>First</u> , it could greatly reduce inflationary effects of private speculation, by retaining for the public some of the increments in value accruing to raw land (from public investments in service extensions and general urban growth). <u>Second</u> , it could provide better development patterns by permitting far more comprehensive replotting designs, and by giving Council absolute control over phasing of developments into areas which are economically serviceable. With careful management, this approach to development could save the Town thousands of dollars in the long run; but it would require the outlay of considerable capital by the Town. More conventional Federal-Provincial Land Assembly and Housing Programs are referred to under "Development Strategies".
Public Ownership		
Better Design		
Phasing Control		

* Information supplied by D. Mason-former Director, Pictou Co. Reg. Plg. Com.

⑨

commercial development

Greater Mobility

Increasing Competition

Objectives of Groups

How Much Can Planning Do?

Quality;
Quantity

(A) QUALITY OF ENVIRONMENT

ELEMENTS OF A COMMERCIAL ENVIRONMENT

With the ever-increasing mobility afforded by motor vehicles and improved highways, most commerce in a small town can no longer rely upon having a captive trading area within its region. If the customers do not like its goods, services or general atmosphere, they can (in the Valley, at least) very easily take their business to another town.

We believe that the community planning process should only become involved in the commercial sector to the extent that:-

- Objectives may be accomplished which individual businesses alone are not capable of achieving without local government co-operation;
- Other sectors of the community require protection from the possible adverse effects of unbridled commercial development.

The commercial districts of a community are perhaps more variable and complex than any residential area in terms of their physical requirements. Nevertheless, the approach employed in the previous chapter should still serve well here to highlight those aspects of commerce which are likely to benefit most from comprehensive planning.

- What factors determine quality in a commercial development?
- What will encourage (or inhibit) commercial expansion in a town?

For simplicity here, we look mainly at retail outlets as a customer; but most of the principles also should apply to the various service functions found in a business district. To succeed, any business needs qualities which will induce customers to "pay the overhead" and still leave it some profit. The search for satisfactory goods at reasonable prices concludes in the market-place; but to sell the goods, a business must first attract the customers; and to have them return a second time requires more than simple advertising. If prices and quality of goods are right, customers surely will shop most frequently where the environment is best.

On the following page are some elements, within the influence of planning, which are keys to providing a desirable physical environment for commerce.

ELEMENTS OF
ENVIRONMENT
cont'd.

- Convenient Access - for customers (and employees), involving the street system which must bring them... either in vehicles or as pedestrians... close to businesses, while still allowing others to pass through the district without congestive delays.
- Vehicle-Pedestrian Separation - partly for safety, but also to increase the likelihood of pedestrians walking from one business to another.
- Parking Facilities - related to the foregoing two points, in that an adequate amount of parking...if off-street and conveniently located in relation to commerce...can help to keep street traffic flowing while still separating many pedestrians from that flow.
- Loading-Unloading - convenient access for shippers delivering or taking goods from the shops; but of increasing importance for customers who are loading their own goods, at places like supermarkets.
- Grouping for Choice - based upon the maxim that nearness of similar outlets generates competition and better values for the purchaser, plus the obvious convenience to shoppers of having a wide variety of goods and services (and even public institutions) within easy walking distance of one another. Despite this, not all businesses need to be, or can be, grouped together in one single area, because their markets are varied.
- Pleasant Atmosphere - nebulous perhaps, but involving the general street scene and outward appearance of buildings; shelter from the elements; and areas for shoppers to relax in small groups, or meet in large groups to watch or hear promotional attractions.
- Merchandising-Displays - related to the foregoing, plus interior design of buildings, with current emphasis on more circulation space, self-service, grouping of many shops, and mainly ground-level retailing.

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MIDDLETON'S
QUALITIES

In Middleton, central commerce is in danger of losing trade to out-of-town business, or to possible new suburban developments unless it can adapt its aging facilities and layout to contemporary standards which make shopping plazas attractive. In addition, uncontrolled dispersal of commerce along major arteries can have adverse effects on adjoining residential uses. The problems apparent in Middleton's present pattern, both downtown and in the suburbs, are summarized on the following page.

Accessibility

New Highway
is Critical

Drive-Walk
Separation

Develop
a Mall?

Off-Street
Parking

Loading
Facilities

Compact
Grouping

Highway
Commerce

Preventive
Annexation

As noted before, a perimeter road could draw off some non-essential traffic and ease customer access. The highway by-pass will certainly do this, and more, if it is not favourably located. There is some local sentiment which favours a "South Mountain" route for the highway; but we feel compelled to support an alignment north of Town, or even just inside the Town Limits if necessary. Only this will safeguard the Town's regional commercial role and avoid serious disturbance of present development and traffic patterns.

The cheapest effective way to ease vehicular-pedestrian conflicts is to improve parking facilities. However, conversion to a Mall-type development could be achieved by closing off the southern block of Commercial Street. If merchant attitudes or the current traffic pattern precluded the latter, School Street could provide a feasible alternative site for redevelopment to a new Mall after Macdonald School is demolished and replaced to the west.

Middleton's trade area would appear to justify 75 to 100 off-street public parking stalls*, preferably dispersed in groups of 20 to 30 on the edges of the central district. Since they will benefit most, merchants should share in initial development and maintenance costs. With meters and enforcement of on-street bans during rush-hours, these facilities should become self-liquidating in less than five years.

For existing developments, the simplest solution requires provision of more strategic curb "loading zones". For future developments, the zoning by-law should be amended to guarantee rear or side access for all commercial uses.

A compact development concept, when translated into zoning revisions, can ensure that central commerce does not become scattered, while allowing for expansion. There are use-types, however, which have legitimate needs to be away from the centre, near highway traffic. The zoning by-law should accept this fact, but aim for grouping them together in highway commercial strips. The nuclei of two such areas exist now on both east and west Main Street.

If the new highway leads to pressures for new commerce just outside of Town, co-operation with the County through District Planning should resolve most difficulties. Only if this fails should Council consider the annexation of territory to control the problem. In the absence of a development "boom", there appears to be ample land within Town Limits for its foreseeable needs.

* Information supplied by G. Davidson, Nova Scotia Community Planning Division

Atmosphere

The Mall or Plaza is the contemporary answer to customer desires for a more pleasant atmosphere. Failing that, older central commerce can compete by showing pride in its group appearance. While Middleton has more appeal in this regard than many towns, merchants could still improve their image by co-operating in a co-ordinated "Downtown Paint-up" and Planting Program, including such things as pedestrian benches and litter-buckets, to enhance the general appearance. Highway commercial uses can achieve similar gains by individual or co-operative landscaping, lighting, and fencing or storage.

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(B) GROWTH OF COMMERCE

As noted on page 16, expansion of commerce is only assured when population or buying power is growing in the local or regional trade area. However, a town with forward-looking policies may still induce growth by attracting trade from neighbouring communities which may be less far-sighted. Apart from the quality components just discussed, in what other ways can planning assist expansion? Principal constraints on expansion can involve two types of land, and the attitudes to growth exhibited by two groups in a town:-

- Undeveloped Land - well situated for new commercial developments;
- Developed Land - in non-commercial use, but ripe for conversion either by modifications or by land clearance;
- Council's Attitude - towards local and out-of-town business interests;
- Merchants' Attitude - with their own group and with outside developers.

COMMERCE IN MIDDLETON

Naturally, raw or undeveloped land would be most attractive for expansion, if the sites were moderately priced and well located. Middleton's present zoning plan includes the central school grounds in a commercial zone; but it would be impossible to justify relocation of newer schools for commerce.

Vacant Lands

Other than this, the Town has very few accessible vacant sites remaining near the business centre, except for some near the D.A.R. tracks east of Commercial Street, and more to the south-west of Main and Bridge Streets.

Conversion to Commerce

From the standpoint of a desirable development pattern, the next preferable solution for commercial growth is redevelopment or modification of present non-commercial buildings. This has been happening in Town, and is alright so long as it is confined to areas close to existing central commerce.

* Information booklets and advice available from Community Planning Div'n.

Over-Zoning

The present zoning plan provides for use-conversions; but if a compact area for central commerce is to be retained, the land involved is too extensive, particularly since it included vacant areas between residences which, when infilled by commerce, tend to produce an undesirable scattered mix of uses.

Highway Commerce

Uses such as service stations, car dealers, motels and drive-ins requiring outlying locations, should be permitted...but in highway commercial zones.

Suburban Centres

As a rule, planners try to discourage developing large suburban shopping centres in towns which are not growing rapidly...to conserve a healthy core downtown and avoid drastic urban renewal measures in future. The Town of Yarmouth is wrestling with this problem at present. Their very real dilemma lies in the fact that, in the absence of strong regional zoning controls or senior government renewal assistance, developers are unwilling to pay costs of land clearance required for the redevelopment of older central areas.

Clearance Prohibitive

Because of this, Council could very well be reluctant to refuse proposals for general commerce in suburban sub-centres, if the alternative is to see it develop just beyond Town Limits. If it is to happen in Middleton, there should be only one...zoned as a CONTRACT between the Town and developers, with strict performance standards for parking, site coverage ratios, and a time limit set on zoning after which it lapses if no building has begun.

Attitudes

However, it is possible Council might wish to support local merchants if they were opposed to absentee-owned new developments; but the merchants, in return, owe Council their co-operation in supporting measures which should benefit the entire Town. A Joint Parking Authority and Downtown Paint-up campaign would be ample proof that this essential spirit exists.

Merchant Support

When, and if, proposals are put forward by cut-off-own developers, Council must then decide whether local businesses have done all they could to make the central area viable. If they have, then they might also be financially able to become partners or tenants in new developments. If they have not shown a willingness to co-operate in the past, then when their position is threatened, they should not expect any sympathy from Council.

COMMUNITY VIABILITY

Zoning should not be used as a tool to frustrate legitimate competition in business; but it should ensure that the community as a whole remains viable.

Development Strategies 30

Outline Plan 39

Section D

PROPOSALS

10

DEVELOPMENT STRATEGIESTACTICS

Accent is on
Two Sectors

The purpose in this chapter is to propose the best overall strategy for handling future development in Middleton, and to suggest policies and programs for dealing with the specific problems noted in Section "C".

While the emphasis is on residential and commercial sectors, we also consider briefly some aspects of the street system, recreational spaces, industry and institutions....so that the Outline Plan which follows may have some validity for all sectors of the Town. The areas of greatest concern are treated from the viewpoint of Council's influence thereupon.

- REGULATION - to ensure that the worst effects of unplanned growth will be avoided in future new developments; and:
- INCENTIVES - to promote a higher quality environment and a greater quantity of development, through public commitment to imaginative policies and programs leading developers.

(a)

**THE COMPACT
DEVELOPMENT
CONCEPT**

This Study's Interim Report, presented in January, 1969, compared the Pros and Cons of three alternative development concepts:

- Linear Development • Leap-Frog Development • COMPACT DEVELOPMENT -

Council subsequently adopted the Compact Concept for Middleton, which is most desirable since it takes advantage of the engineering economies inherent in central servicing of areas developed to densities which are relatively high (compared to patterns of the past). In the next chapter, the Outline Plan expresses this concept in spirit and form.

Urban
Structure
Plan

The Terms of Reference required an evaluation of the "Urban Structure" Plan prepared in 1967 by the Community Planning Division. It too was based upon the concept of compact development, and contained proposals essentially similar to those embodied in our proposed Outline Plan. One major difference, in its industrial sector, and a few minor shifts in the commercial policies will become apparent later in this chapter.

REGULATION
IN GENERAL

In order to have the Compact Concept produce effective results for the future, the following regulatory measures should be accepted:

- I - CUTLINE PLAN - Adopt this, as an interim step towards a Master Plan; to protect rights-of-way for the proposed perimeter road and the access roads for future subdivisions; and to establish as a matter of policy:
 - (1) - phasing of development in three new residential areas which will require that subdivisions and their servicing be fully planned and compatible with Council priorities before receiving approval;
 - (2) - restriction of all other new residential developments to the infilling of built-up areas, except where there is a legitimate need, for farm dwelling purposes only, in Urban Reserve zones.
- II - ZONING BY-LAW - Amend present zoning plan so that use districts conform to the Outline Plan, involving reduced areas for central commerce, two highway commercial districts, and a new "Urban Reserve" zone covering agricultural lands not suitable for servicing at the present time.

INCENTIVES
IN GENERAL

In order to encourage the growth pattern envisaged in the Outline Plan, Council should adopt the following policies and programs:

- I - POLLUTION CONTROL - Acquire the preferred site for a Sewage Treatment Plant (probably the one nearest the C.N.R. tracks); and do everything possible to persuade Ratepayers that the entire program is essential. Also, in co-operation with other towns, request the government of Nova Scotia to review present sharing ratios in the Municipal Services Act with a view to providing more realistic support for urban centres.
- II - HIGHWAY BY-PASS - Support this, provided that it follows an alignment north of, but close to, the built-up area of Town. Once this has been determined, advice and assistance should be sought from the Department of Highways for widening of the access road (Commercial Street) and the Bridge Street river crossing, and for development of turning lanes on Main Street at Bridge, School and Commercial Streets, when warranted.
- III - PERIMETER ROAD - Develop this over a 10 to 12 year period, in four main quadrants, with the Louche Street extension (1.5 miles all) forming the first phase. Costs over and above those of normal residential streets should be financed out of general revenues of the Town.

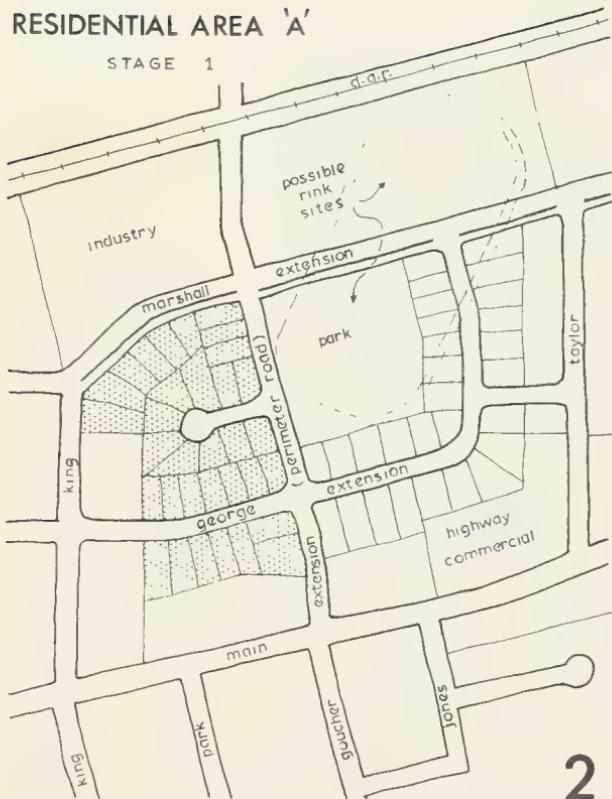
**RESIDENTIAL
DEVELOPMENT**

**Residential
Regulations**

In order that quality of residential environments may be adequate for a wide range of citizens, the following regulatory measures are advisable:

- I - **SUBDIVISION REGULATIONS** - Revise to include the following requirements:
 1. for Tentative Approval - (a) compatibility with the accepted phasing of development for area as shown in Outline Plan (or Master Plan);
(b) satisfactory design and land use plan for the entire area controlled by subdivider, even if it is to be developed in stages;
(c) satisfactory access roads for possible future development on lands which adjoin the subdivision, regardless of their present ownership;
 2. for Final Approval - a services plan indicating rights-of-way for water and sewer lines, power and telephone lines; and a clear statement of proposed installation schedule, and financing arrangements if needed;
 3. for General Provisions - (a) reduce maximum cul-de-sac length to 400 ft.;
(b) for residential lots where either of central water or sewer services are not contemplated, single family dwellings only to be permitted; 150 feet minimum frontage per lot, and up to 20,000 square feet area required if results of soil percolation test are not satisfactory;
(c) where central water and sewer services are both to be provided:
 - for single family dwelling lots: 55 feet minimum frontage and 6,000 square feet minimum area, except in Restricted Residential districts;
 - for row housing: 120 feet minimum frontage and 3,000 square feet per dwelling unit, with minimum total area of 15,500 square feet;
 - for duplexes and apartments: 70 feet minimum frontage and 1,000 square feet per dwelling unit with minimum total area of 10,000 square feet.
- II - **ZONING BY-LAW** - (a) refer use districts to plan adapted to outline plan;
(b) repeat minimum frontages and areas noted in subdivision regulations;
(c) reduce minimum front set-back to 25 feet, except in Restricted zones;
(d) reduce minimum side-yards to 6 feet on each side;
(e) increase minimum rear-yard to 30 feet, except by appeal to the Board;
(f) improve definition of "Building Lines".
- III - **MOBILE HOMES** - Pass a by-law regulating these, subject to zoning by-law, so that when areas are deemed suitable, developers can estimate costs.

RESIDENTIAL AREA 'A'



RESIDENTIAL SERVICING COSTS

The principal problem in this sector at present is the lack of sufficient development. Chapter 8 explored ways of promoting more; and one key factor which emerged was cost of servicing. The Town's Consulting Engineers* have provided the following estimates+ of average 1969 servicing costs for the region, on a frontage foot basis:

Sanitary Sewer (8")	\$3.00 per ft.
Storm Sewer	4.00
Water Line (6")	5.50
Curbing (both sides)	2.00
Street Preparation	2.00
Street Paving (30 ft.)	6.00
Sidewalk Paving (asph.)	2.00

Cash Total: about \$25.00 per ft.
No paving & Sidewalk: \$17.00 per ft.

Under present Subdivision Regulations, full services would cost \$1525. for a 65 foot Residential lot, or \$1875. for a Restricted Residential lot, both at the minimum permissible widths. With average lot prices around \$2,000., the home-builder is faced with an outlay of \$3,150 to \$3,500 before he begins the actual construction, which could represent perhaps 20% of overall cash cost for a new single-family dwelling.

Every extra 10 feet of frontage could add \$170. to \$250. to cash cost of services, 1% or more of the total.

* Hiltz and Seamone Company Limited.

+ Subject to on-site investigations.

RESIDENTIAL
INCENTIVES

(NOTE:- Although usually a regulatory measure, Phasing is included here because it relates to the Town's involvement in servicing incentives.)

I - POLLUTION CONTROL - Until a satisfactory control program is implemented, all new development should be confined to infilling of built-up areas.

II - DEVELOPMENT PHASING - To control the order of development servicing:

(a) Subject to satisfactory alignment of Perimeter Road similar to that shown on Outline Plan, adopt the following priorities for order of servicing "Planned Residential Areas" which have been noted there:

- Stage 1 - Area "A" - A possible layout is shown on previous page 33. Develop George Street extension first, east as far as the Goucher extension; then north to the Marshall Street extension.
- Stage 2 - Area "B" - No layout is supplied here, as owners already have one. Develop in order recommended by Town Consulting Engineer.
- Stage 3 - Area "C" - The present plan for this area contains a cul-de-sac without turn-around; so another plan is offered on page 35. Develop Reagh Avenue east side first; then School Street extension. Reserve some land at north end of Victoria Street for industry (I).

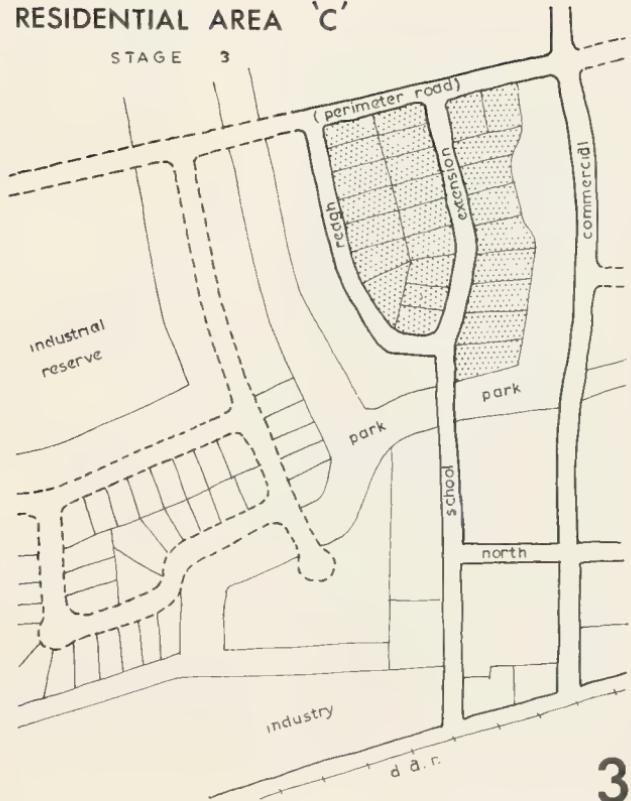
(b) Council should reserve the right to alter phasing order whenever it deems economics and land availability in the Town's best interests.

III - MUNICIPAL SERVICES - (a) For now, delete street paving and sidewalks, until owners of 2/3 of the assessed value on a street request them. Then recover costs as a frontage charge on all owners.

(b) Within established phasing policies, on a trial basis, the Town should pay the entire cost of sewers, water and street preparation for five residential lots in the first year....lots to be chosen with engineering advice and consent of owners. After development, recover costs as a frontage charge over 10 to 20 years. If housing starts increase, service more annually until competitive market returns; then gradually revert to requiring full pre-payment. The Town may have to guarantee recovery of costs to Utilities Commission.

IV - BUILDING CODE - In order to encourage more modern and standardized building techniques, adopt LCC Short Form of Code when available.

RESIDENTIAL AREA 'C'

1967 HOUSING STUDY

When pollution control is implemented, Council should proceed with proposals contained in that study. If that or other demands warrant it, once Stage 1 has commenced, Council should feel it can allow others to begin, or even add more to the list, provided that the necessary central servicing is sound economically, and can be financed by a government (partnership) or developers of private subdivisions.

In this way, a Land Assembly Scheme or Economic Rental or Subsidized Rental Housing could be integrated with the Outline Plan, possibly requiring the addition of a Stage 4. If the Public or Low Rental Housing can proceed, the clearance of the east end of North St. should be seriously considered then.

PUBLIC LAND ACQUISITION

If all of the foregoing programs fail or falter, Council should combine its five-lot servicing program with actual purchase of residential land, starting on a trial basis, preferably with some "first refusal" options on remaining parcels in one ownership, so that the program could be extended if successful. If publicly-owned land is not leased by prospective home-builders, or the concept proves unpopular, the land can always be offered for sale or trade on the open market, and the idea dropped.

For text related to this plan, see pages 34 & 38.

(C)

**COMMERCIAL
DEVELOPMENT**

**REGULATORY
CONTROLS**

In order that the quality of commercial environment may be adequately controlled, the following regulatory measures are advisable:

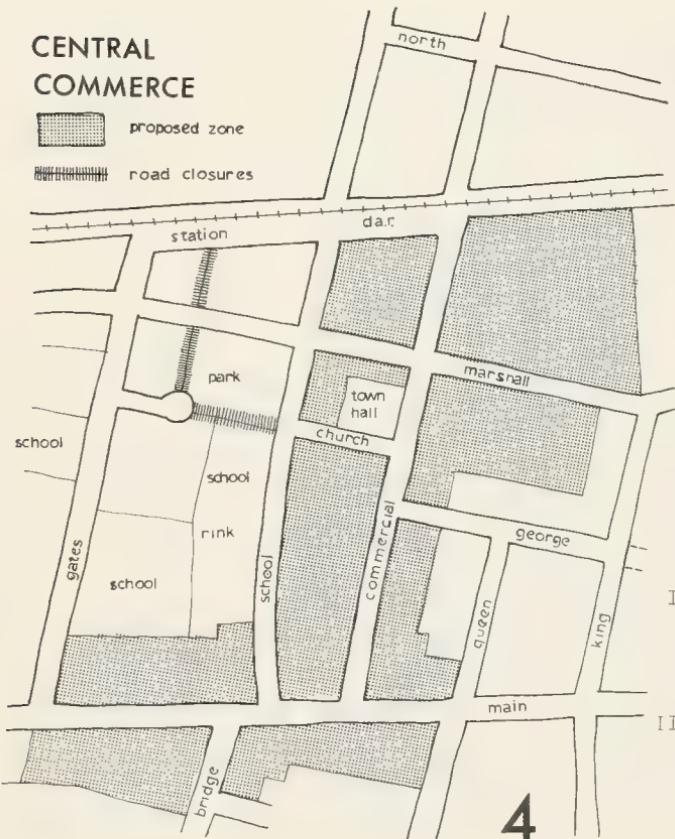
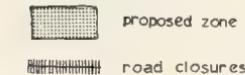
I - **SUBDIVISION REGULATIONS** - Revise to include the following requirements:

1. For Tentative and Final Approval - See # 1 and # 2 on page 32.
2. For General Provisions - (a) delete references to Restricted Commercial and General Building zones; and add Planned Commercial Areas and Highway Commercial zones.
(b) give Planning Board some discretion in determining lot standards; but in no case should they be less than:
-15 feet frontage and 1,500 square feet area for Central Commercial uses (smaller than now, to permit title transfers for small shops);
-70 feet frontage and 10,000 square feet area for Highway Commercial;
(c) require, in the Central Commercial Area only, public access at the rear or side of lot (minimum 20 feet width) for commercial vehicles.

II - **ZONING BY-LAW** - Revise to effect the following changes:

- (a) delete Restricted Commercial district and replace with similar list of "Special Permit Uses", subject to Council approval;
- (b) delete General Building district when entire by-law is reviewed;
- (c) define "limited industrial use"; or replace with "warehousing use";
- (d) copy lot standards from subdivision regulations above;
- (e) show building lines on zoning plan; or delete references to them;
- (f) require, except for Planned Commercial Areas, a minimum rear yard of 20 feet for loading and unloading;
- (g) add definition of "Planned Commercial Area" as a comprehensively designed shopping centre or retail-office complex; and provide for approval of such areas at discretion of Council, on a contract basis with developers, and subject to adequate performance standards;
- (h) add definition of "Highway Commercial Zone" as service-uses which are essential to the highway-travelling public, such as service stations, motels, restaurants and refreshment stands; and add two of these districts to the zoning plan, to comply with the Outline Plan;
- (j) revise Central Commercial district to comply with plan on page 37.

CENTRAL COMMERCE



4

COMMERCIAL INCENTIVES

To promote better business, Council should consider programs noted below:

- I - PARKING AUTHORITY - Encourage central merchants to establish one for purchase of land to develop off-street parking.
- The ten year goal: 80 to 100 stalls in three or four locations; but initially, one pilot lot of 20 to 30 stalls would be desirable. Sites not suggested here.
- Free parking is preferable; but if cost dictates meters, \$100. per stall should buy land, gravel and meters. If land costs less than \$5. per square foot, 1¢ for 12 minutes should carry the costs, assuming 10% occupancy over a year. The profits could cover paving or more lots.
- If necessary, the Town should finance it jointly or independently and recover costs through business tax or meters.
- For success, the gradual imposition of rush-hour parking bans will be necessary on Commercial, School and Main Streets.
- II - DOWNTOWN PAINT-UP - Encourage merchants and others to organize a campaign by the Town seeking advice and literature from the Community Planning Division...on how to go about it without higher assessment.
- III - FUTURE MALL - As a long-term objective, after Macdonald Consolidated School has been replaced, consider acquiring site and using as an incentive...to call for development proposals, combining both sides of School Street...for a Planned Commercial Area for Mall-type shopping.

(I)

OTHER SECTORS

If this Study is to approach comprehensive planning aims, it must take note of other sectors, at least where they affect areas of prime concern.

MUNICIPAL SERVICES

STREET SYSTEM

- Pollution Control has been stressed throughout the text as the present key to significant development. Somehow, the program must be financed.
- The Perimeter Road's main purposes already have been explained. Much of the total road-way exists now; and any of the four quadrants can be very effective alone, as evidenced by the south-east part, which works well. As Middleton is now learning, one-way traffic can triple road capacity, by reducing turning frictions. If School Street remains as an artery, in the long run, its south end could be re-aligned to meet Bridge Street. If its one-way is accepted, Commercial Street could be south-bound only. Properly designed turning lanes on Main Street would complete the system.

INDUSTRY

- On the Outline Plan, land at the north end of Victoria Street is shown as Industrial Reserve because of its suitability for water and sewer service and rail sidings. Ultimately, that Street should extend north to Town Limits. The Industrial Park concept needs further consideration.

INSTITUTIONS

- School and Hospital space needs require more study. Demolition of the Covered Rink raises two questions. First: where to replace it? Second: How to use the present site? The School Board should buy the rink site for playground uses; but after replacement of Macdonald School, there may be an advantage in co-operating with the Town to promote a possible Mall involving these two sites, in return for better playgrounds near the Pool. The new Rink should go either near the Pool or on the old race-track land, preferably the former because of proximity to the schools for student use.

RECREATIONAL OPEN SPACE

- The River Flood Plain should be re-designated as Recreational Open Space in which a tourist tent and trailer park, golf course or even a drive-in theatre could be Special Permit Uses, subject to waiver of claims against the Town for flood damages. hopefully, some of these lands might become Town-owned through dedication as Public Reserves. The Swimming Pool site should be expanded, developed as playground, and with walkways and bridle or bicycle paths to link up with the river valley. As funds permit, this system should be extended into the west and east end of Town, perhaps with the help of local service clubs.

(11)

OUTLINE PLAN

PURPOSE OF 1969 PARTIAL OUTLINE PLAN

It is intended as a guide to decisions for investment in the public and private sectors. It is not the full solution for all future problems and so must undergo a regular review to meet future changing needs.

THE TOWN'S POTENTIALS

Centralization

Communications

Tourism; Trade

Environment
for Industry

In this partial Outline Plan, the Town of Middleton undertakes to reserve for present or future use those lands which are best suited to agriculture, residences and commerce, and to do the same on a tentative basis for industry, recreational open space and institutional uses.

The Plan also describes objectives and programs for the improvement of traffic and parking, pollution control, commercial and residential environments, plus overall objectives for the other sectors, including industry, community facilities, parks and recreation. When those sectors have been studied in greater detail, this Plan will be reviewed, revised and considered for adoption as a Master Plan.

The Plan prescribes regulatory controls to conserve, and to gradually improve, the existing settlement pattern...based upon an economical and compact concept of development...and to assure attractive environments for industry and its employees and for other residents of, or visitors to the Town. The Town's existing Zoning By-law, as amended, and the Subdivision Regulations, when revised, will form part of this Plan.

* * * * *

Despite a long-term trend of stable population in Annapolis County, the Town experienced significant growth in the 1940's and 1950's. Although this has since levelled off, factors are operating in the region which should produce moderate future physical expansion within the Town.

- Centralization in the Town, and some expansion, of institutional uses such as the Hospital, the Regional High and Vocational Schools.
- Construction of the new all-weather Highway to replace Highway 11, which will further enhance the Town's strategic location for regional services oriented to Halifax, Bridgewater and south-west Nova Scotia.
- Augmented ferry services into Yarmouth and Digby, which will bring increased tourist traffic and export opportunities to the region.
- The trend to decentralization in certain industries seeking more pleasant living environments for their management and employees, many of whom would prefer to emigrate from crowded, polluted urban areas.

URBAN STRUCTURE

- BASIC GOAL - To provide environments with attractive and convenient living-working conditions.
- PRINCIPAL OBJECTIVES - To establish a framework that is clearly understandable, in which the Town can develop in an orderly and economical manner, so that necessary municipal facilities and services can be provided in all urban areas.
- To protect agricultural land from sporadic and premature urban development.
- To maximize the efficiency of commerce and industrial areas, and minimize conflicts with other areas by improving the physical and functional relationships within and between these areas.
- To beautify the visual environment and generate civic pride in existing structures.
- MAJOR ELEMENTS - Adoption of compact concept of development which will restrict significant growth to the areas which can be economically serviced.
- Provision of a flexible system for phasing urban growth in areas which are designated in stages for Residential, Commercial, Industrial or Recreational development.
- Provision of an adequate street system and regulatory controls to minimize the adverse influences between use-types and encourage creative designs in development of land.
- Control of unsightly structures, storage or litter; and promotion of group pride in beautification and preventive maintenance.

RESIDENTIAL DEVELOPMENT

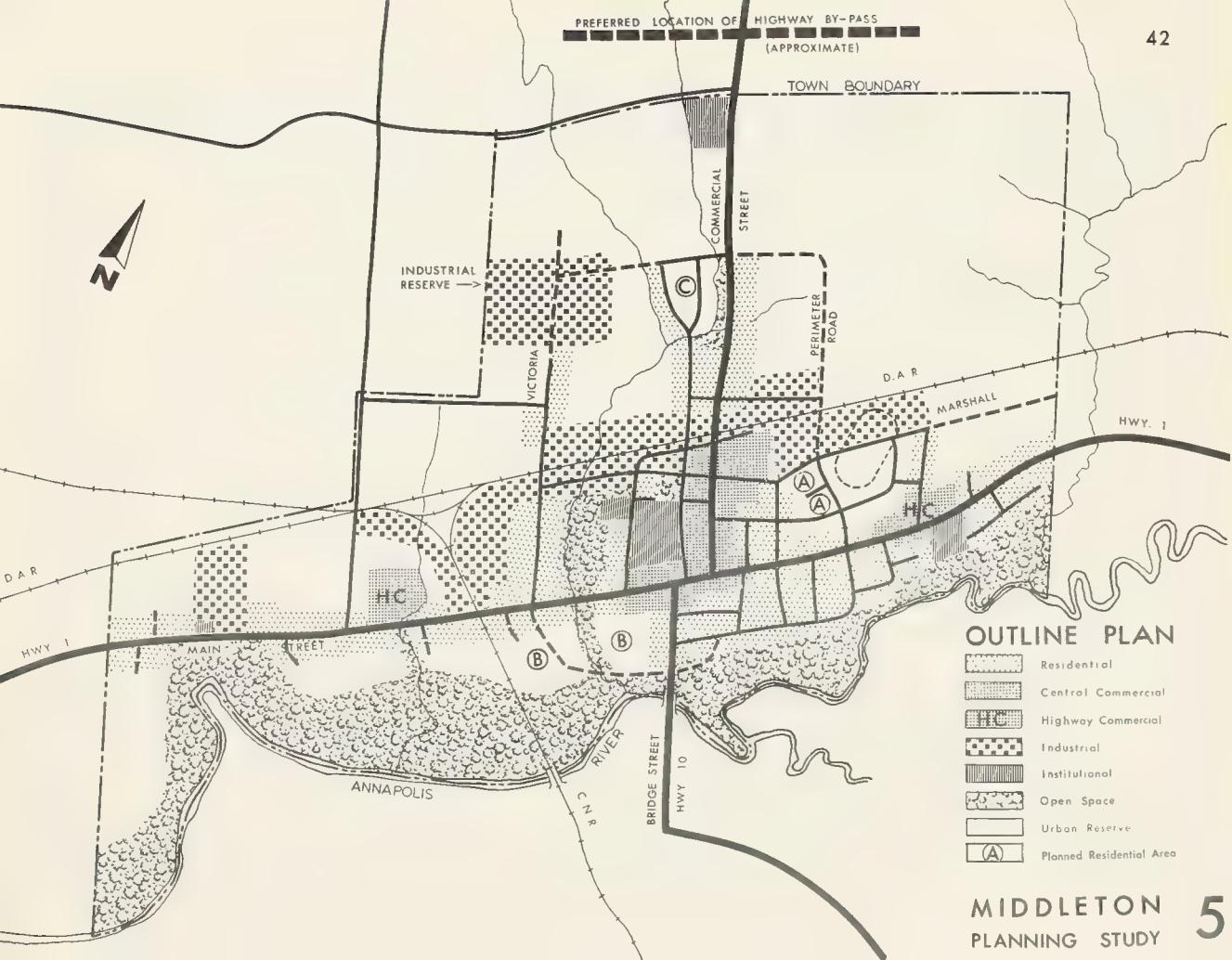
- BASIC GOAL - To encourage areas of adequate design and quality for all the residents, to produce a safe and satisfying environment.
- PRINCIPAL OBJECTIVES - To develop residential areas in quiet, safe, and attractive environments, with convenient access to parks, schools and churches, while preserving unique natural features in their design, and minimizing conflicts between the housing and other uses.
- To encourage stability in residential areas by developing a broad choice of dwelling-types throughout the Town.
- To establish and enforce uniform standards throughout the urban area for provision of adequate municipal services for residences.
- To encourage reductions in housing costs by promoting standardization of techniques.
- MAJOR ELEMENTS - Designation of Planned Residential Areas to be developed in stages, with encouragement of creative designs in street and lot layouts, building siting and landscaping of buffer zones.
- Encouragement of developers interested in Co-operative or Limited Dividend Housing, row housing, duplexes, or apartments, always subject to meeting performance standards.
- Implementation of Pollution Control program before any substantial development other than infilling is permitted; and the requirement of storm and sanitary sewage separation.
- Use of Short Form of National Building Code, and its revisions as they become available.

COMMERCE

- BASIC GOAL - To expand the Town's economy and provide new employment by improvement of existing establishments and by attracting new activities to the area.
- PRINCIPAL OBJECTIVES - To provide for a wide range of commercial functions and services in the trade area.
 - (1) Regional office-commercial centre;
 - (2) Community commercial complex;
 - (3) Highway-oriented commercial uses;
- To relate transport needs to the functional characteristics of each use-type identified.
- To provide for an intensified, co-ordinated Town commercial centre geared to business needs of local and regional trade area with provision for cultural facilities and some specialized service functions.
- MAJOR ELEMENTS - Provision of sufficient sites for all sizes and ranges of commercial developments.
- Location and development of commerce so as to minimize conflicts with other use-types and with arterial roads which serve it.
- Provision of adequate off-street parking and loading facilities for all commerce.
- Development of a strong central commercial complex with variety of goods and services proportionate to a regional trade area of 10,000 to 15,000 population.
- Designation of Highway Commercial complexes in two suburban areas, and possibly in one additional area when demands warrant it.
- Encouraging redevelopment, modernization or creative maintenance of older structures.

TRANSPORTATION

- BASIC GOAL - To develop a transportation system in the region and Town which will provide for safe and efficient movement of people, goods and freight.
- PRINCIPAL OBJECTIVES - To provide for transportation which is balanced in relation to requirements of people and goods for movement by rail and road.
- To assure that the access to the new highway is adequate and that both are functionally related to, and compatible with, the urban structure to enhance the Town regional role.
- To classify roads so their functions have regard to major land use characteristics.
- MAJOR ELEMENTS - Design of highway connection for convenient access to and from the high traffic generating uses such as schools, central commerce and industry.
- Development of a perimeter road to draw some through traffic around the central business core, and to encourage phased development in designated Residential and Industrial areas.
- Development of off-street parking, loading facilities and turning lanes to increase the traffic-carrying capacity of streets in the central area; with possible extension of the one-way system as traffic warrants it.
- Closure of unnecessary short streets in the central area, with conversion of the land to park and playground uses, or private use.
- Long-term provision for a railway overpass at Commercial Street; and up-grading of the station area when passenger rail traffic regains significance in the region.



MUNICIPAL SERVICES

- NOTE - In a complete Master Plan, these Municipal Services probably would form part of a broader category which could be titled Community Facilities, which would include:

Public Structures such as Town Hall, Public Safety (Fire and Police), Hospital, Recreation facilities, Library and Schools;

Public Services such as water and sewerage systems, collection and disposal of refuse.

- BASIC GOAL - To promote local public facilities and services which will adequately serve present and future needs.

- ONE OF THE PRINCIPAL OBJECTIVES - To develop facilities and controls for eliminating health hazards and pollution of rivers and streams by industrial waste, septic tanks and storm water run-off in existing sanitary sewers.

THE MAJOR ELEMENTS

- Performance standards to monitor and regulate industrial effluents and control waste disposal methods
- Separation of storm and sanitary sewage systems.
- Construction of sewage treatment plant as recommended by the Town's Consulting Engineers.

OTHER SECTORS

- BASIC GOALS - Industry - To expand the Town economy and provide new work opportunities by improving existing plants and by attracting new activities to the Town or the region in co-operation with others.

Recreation and Open Space - To determine the future active and passive recreational needs and ways of providing facilities for them.

Public Institutions - Here, state general goals already quoted for Municipal Services.

- SOME TENTATIVE POLICY ELEMENTS - Industry - Reserve lands designated in the Outline Plan for Industry or for Industrial Reserve; and work with other municipalities on feasibility of a combined Industrial Park for the region.

Recreation and Open Space - Reserve lands subject to flooding for Recreational Open Space, with certain Special Permit Uses allowed; and develop links between these and other lands adjacent to the schools; plus a policy of joint development and use of the school buildings, grounds, rink and parks.

Public Institutions - Plan for replacement of Macdonald School on the new elementary site, and for best utilization of existing Macdonald site, for playground or commerce.

- WORK TO COMPLETE - Greater study of "Other THE MASTER PLAN Sectors" noted above; plus integration of all sectors, with priorities, in the five-year Capital Budget program; plus a general review of all Regulatory Controls.

Terms of Reference 44

Bibliography 46

Section E

appendices

Appendix I terms of reference

**(A) ORIGINAL PROPOSALS
for SCOPE OF STUDY**

- (1) Action Program
- (2) Municipal Services
- (3) Development Concept
- (4) Residential Development
- (5) Commerce
- (6) Industry
- (7) Institutions
- (8) Recreation
- (9) Outline Plan
- (10) Regulatory Controls

- A summary of recommendations directing Council towards its goal of a Master Plan and revised regulatory controls.
- Brief reference to recent engineering studies and their impact on development and finance.
- Evaluate Urban Structure prepared by Community Planning Division, and recommend an overall concept to form basis for a Master Plan (embracing street system and land use policy for residential, commercial, industrial, institutional and recreational areas.)
- Evaluate recent Housing Study by Division and recommend phasing of future growth, including tentative subdivision design for Phase I.
- Study commercial development, including effects of proposed highway by-pass, and recommend concept to control downtown and/or fringe expansion, access roads to new by-pass, traffic and parking.
- Brief consideration of desirability of serviced industrial park, and recommend regarding further study, if and when warranted.
- Brief consideration of school and hospital properties and recommend regarding further study of sites, access, parking and future roles.
- Brief consideration of open space and park needs and potentials, and recommend regarding relationships to school properties.
- Preparation of Outline Plan, with a clear notation of those items which require further study for completion of a Master Plan.
- Review existing zoning by-law and regulations; recommend changes.

* For the components which remain in revised Scope, see next page.

Shift in
Emphasis

Discussions regarding the original proposed Scope led to a shift in emphasis towards the most pressing problems, with the suggestion that the Study be restricted to three items in the original Scope. The Town Council expressed some concern at the "reduction" in Scope, which resulted in the elaboration of areas for study noted below.

(B) FINAL PROPOSALS
for STUDY SCOPE

- (1) Development Concept
- (2) Residential Development
- (3) Commerce

Possible
Additions

This is summarized from a letter of 17th September, 1968 addressed from the Community Planning Division to the consultant, and later correspondence between the Division, the Town and the consultant.

- Evaluating the development concept (Urban Structure Plan) prepared last year (1967) by the Community Planning Division.
- Areas most suitable for subdivision developments; recommendations as to a feasible development process, including phasing and costs of such development; and recommendations re: cost-sharing for municipal services between the developer and the Town. Which area or areas? Tentative subdivision layouts? Street pattern? Servicing problems? How will the Town deal with competing applications; small scattered proposals; additional ones after start of possible land assembly?
- Brief consideration to acquiring land outside of Town boundaries for further development. Parking requirements; possibility of Town attractive forces to commerce vs. annexation of threatening lands.

The consultant pointed out that an Action Program will be essential in order to summarize recommendations, and that an Outline Plan is a logical outgrowth of considering the overall development concept. Regulatory Controls probably should be excluded at this time, until the revised Planning Act is considered by the House of Assembly; but weaknesses still could be pointed out, if necessary. Then, really only Municipal Services, Industry, Institutions and Recreation are being excluded, all of which originally were prefaced with the word "brief". Engineering studies must still be considered, if we are to deal with growth of residential and commercial sectors; and the other land use topics could be treated briefly, if time permitted.

THIS IS A
PILOT STUDY

..... To see how we can utilize combined resources of Council, Staff, the Consultant, and the Community Planning Division to resolve certain vital planning problems within a short time and at reasonable cost.

Appendix II

bibliography

<u>Author or Agency</u>	<u>Title or Description</u>	<u>Date</u>
N.S. Dep't. of Labour	The Nova Scotia Labour Force	1965
N.S. Dep't. of Lands and Forests	Middleton Forestry Map	1956
N.S. Dep't. of Municipal Affairs	Municipal Statistics	1960's
N.S. Community Planning Division	Background Information for Planning Study	1967
N.S. Community Planning Division	Map of Town of Middleton	1965
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N.S. Community Planning Division	Town of Middleton Land Use Survey	1965
N.S. Community Planning Division	Town of Middleton Urban Structure Plan	1967
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N.S. Dep't. of Mines (A.D.B.)	Nova Scotia Water Resources Study	1967
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